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**Report to Legislature, December 2009**  
**Prevention Efficiencies - Gambling, Substance Abuse, Tobacco Use**

In House File 811, the 2009 Iowa State Legislature directed the Iowa Department of Public Health (IDPH) as follows: *“The bureau of **substance abuse prevention and treatment**, the division of **tobacco use prevention and control**, and the office of **gambling treatment and prevention** shall develop a strategy to coordinate prevention activities across the spectrum of addictive disorders in order to **maximize efficiencies and reduce expenditures** while meeting the needs of Iowans.”*

The IDPH Divisions of Behavioral Health and Tobacco Use Prevention and Control met internally and with specific contractors over a period of several months and developed strategies in three areas: service contracts, training/workforce development, and infrastructure, to increase efficiencies and reduce expenditures for substance abuse, problem gambling, and tobacco use prevention programs. The recommendations are outlined below. Where possible, cost savings were identified.

**A. Category: Service Contracts**

**Recommendation 1:** Consolidate currently separate problem gambling and tobacco use prevention health education promotion contracts into a single contract.

**Rationale:** The Tobacco Use Prevention and Control Division (TUPAC) manages one contract for Quitline Iowa cessation counseling services and Just Eliminate Lies youth tobacco use prevention marketing. The Office of Gambling Treatment and Prevention in the Behavioral Health Division manages a separate contract for promotion of the 1-800-BETS-OFF helpline. Currently, both contracts are held by the same external contractor. The contract period for both contracts ends June 2010, requiring release of a competitive Request for Proposals (RFP) to procure the next contractor. IDPH intends to release one RFP, encompassing both problem gambling and tobacco activities.

**Implementation Dates:**

- February 2010 – Release of consolidated RFP
- July 2010 – Start date of consolidated contract

**Potential Efficiency/Reduced Expenditures:** Increased “added value” for media placements. One larger media buy, replacing two smaller media buys, could result in a greater percentage of free placements.

**Report to Legislature, December 2009**  
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**Recommendation 2:** Secure new federal “draw down” funds for reimbursement of tobacco Quitline Iowa services to Medicaid enrollees.

**Rationale:** About 40% of clients using Quitline Iowa services are referred as a requirement to access the Medicaid cessation pharmaceutical benefit. The cost to IDPH of these Quitline referrals (processing fax referrals, provision of counseling, etc.) is estimated to be \$625,000 per year in General Funds. In collaboration with the Iowa Medicaid Enterprise, a 50% federal funds draw down to cover costs associated with cessation services to Medicaid enrollees will begin in January 2010.

**Implementation Date:** January 2010

**Potential Efficiency/Reduced Expenditures:**

- Up to \$20,000 a month in new federal funds flowing to Iowa.
- The receipt of federal matching funds could reduce state General Fund expenditures for Quitline Iowa services by \$150,000-\$240,000 annually.

**Recommendation 3:** Consolidate two currently separate problem gambling and substance abuse helpline contracts into one contract.

**Rationale:** Currently, the contracts have different contractors and different helpline numbers. Contractors were separately procured and the current contracts have different project periods. The current substance abuse helpline contract ends June 30, 2010. The Behavioral Health Division will consider a single RFP and contract.

**Projected Implementation Date:** July 2010.

**Potential Efficiency/Reduced Expenditures:**

- Public access to helpline services would be simplified.
- Costs could be reduced by having one contractor instead of two.
- Services would be better monitored and standardized.

**Recommendation 4:** Reduce the number of separate contracts required to support problem gambling, substance abuse, and tobacco prevention programs for local contractors.

**Rationale:** Currently, problem gambling, substance abuse, and tobacco use prevention are three separate RFP processes with multiple resultant contracts and varied project periods. In some local communities, contracts for two or all three prevention activities are held by the same contractor. In other communities, there are different contractors for each activity. The contracts themselves have different performance standards and reporting requirements.

**Projected Implementation Dates:**

- The Division of Behavioral Health is moving to integrate problem gambling prevention and treatment, substance abuse prevention, and substance abuse treatment into one RFP

**Report to Legislature, December 2009**  
**Prevention Efficiencies - Gambling, Substance Abuse, Tobacco Use**

---

and contracting process. Initial steps were taken through incorporation of system transition language in the RFP to procure substance abuse treatment providers for new contracts that begin January 2010. The same language will be included in the RFP for substance abuse prevention to be released in 2010 and in the RFP for problem gambling prevention and treatment to be released in 2011. The project period for all three RFPs will end in June 2014. IDPH intends to release an integrated RFP in 2013 for problem gambling, substance abuse prevention, and substance abuse treatment. Under the resultant contracts, effective July 2014, contractors will be obligated to assure all service to a specific service area, either through direct delivery or through subcontracts with other local providers.

- IDPH will pilot shared work plan and quarterly reporting templates for one to three contractors holding contracts for all three prevention programs, problem gambling, substance abuse and tobacco, effective July 2010.

**Potential Efficiency/Reduced Expenditures:** Aligning problem gambling, substance abuse prevention and treatment, and tobacco prevention service systems will standardize costs, covered services, workforce requirements, and contract management.

**B. Category: Training/Workforce Development**

**Recommendation 1:** Consolidate two annual state conferences focused on various aspects of substance abuse into one annual conference: 1) Substance Abuse Prevention Symposium, 2) Tobacco Control Conference.

**Rationale:**

- The Behavioral Health and Tobacco divisions have separate contracts with several of the same agencies to support prevention services. Representatives of at least 14 of those agencies attended both of the most recent substance abuse and tobacco conferences.
- Many of the workshops and speakers at each conference are of benefit to both substance abuse and tobacco contractors and staff. For example, substance abuse treatment staff attended the 2009 Tobacco Control Conference and received CEUs applicable to their substance abuse counselor certification.

**Projected implementation date:** Combined conference: October or November 2010

**Potential Efficiency/Reduced Expenditures:**

- The combined budget for the most recent conferences was \$53,350. Combining two conferences with similar attendees will decrease costs for staff time and travel expenses at the local level, reduce administrative and site costs at the state level, and increase cross-training and networking opportunities for attendees.
- Based upon reduced expenditures realized by the combined conference in 2010, allocations for subsequent conferences will be reduced.

**Report to Legislature, December 2009**  
**Prevention Efficiencies - Gambling, Substance Abuse, Tobacco Use**

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**Recommendation 2:** Collaboration across Youth Coalitions

**Rationale:** Just Eliminate Lies (JEL), Iowa's youth-led tobacco prevention program, is the most established, organized, and visible state-level prevention program involving youth. SIYAC, the State of Iowa Youth Advisory Council, has agreed to work with Behavioral Health's new substance abuse prevention State Incentive Grant. There are other statewide youth organizations with which JEL could collaborate to reach a larger youth audience more effectively with a comprehensive substance abuse prevention message.

**Projected Implementation Dates:** February 2010: JEL, Elevate, SIYAC and other groups are holding a joint youth conference, the first (and only) statewide youth conference of its kind in Iowa. This conference could become an annual event.

**Potential Efficiency/Reduced Expenditures:**

- Having youth attend one joint conference could increase participation and reduce travel costs.
- Cross-training and networking opportunities for youth and adult attendees will increase.

**C. Category: Infrastructure**

**Recommendation 1:** Consider establishment of a consolidated statewide system to enforce Iowa code prohibiting sales of alcohol and tobacco to minors.

**Rationale:**

- Separate state statutes prohibit alcohol and tobacco sales to minors. While tobacco retail sales laws are effectively enforced statewide, alcohol sales enforcement and associated reporting and compliance have been seen in some communities as less effective.
- No new funding would be needed to support a consolidated alcohol/tobacco enforcement system. Rather, existing funding would be re-allocated. Federal funds for alcohol sales enforcement are currently received by the Department of Human Rights (DHR). The Tobacco Division is required by statute to support enforcement of state and federal tobacco sales to minors laws and has allocated funding for that purpose to the Alcoholic Beverages Division (ABD) since 2000.
- A consolidated system approach has been discussed with a variety of agencies and groups working on underage drinking who have expressed interest in establishing an effective program based on the tobacco retail sales enforcement model.

**Projected Implementation Dates:**

- IDPH and DHR will pilot combined tobacco and alcohol sales compliance checks in limited areas of the state, beginning in October 2010.
- Based on the outcomes of the pilot, IDPH and DHR will consider implementation of statewide combined alcohol/tobacco sales enforcement to begin in 2011.

**Report to Legislature, December 2009**  
**Prevention Efficiencies - Gambling, Substance Abuse, Tobacco Use**

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**Potential Efficiency/Reduced Expenditures:**

- The software, database, and local law enforcement agreements supporting tobacco retail sales enforcement are in place and may be applicable to alcohol sales enforcement.
- A system for training tobacco retail sales clerks on prevention of illegal sales is currently in place in every county. The system will be converted to a free, on-line service by June 2010 and could be utilized to train clerks on preventing alcohol sales to minors.
- If the combined alcohol/tobacco enforcement pilot is conducted and found to be effective, it could be expanded statewide. Currently, two compliance checks of tobacco retailers are conducted each year with additional follow-up checks conducted for non-compliant merchants. The Tobacco Division believes that combined enforcement checks would result in fewer tobacco-specific checks, potentially reducing the Division's expenditures by an estimated 25%, about \$235,000 annually.

**Recommendation 2:** Reduce expenditures for prevention resources and materials available through the Iowa Substance Abuse Information Center

**Rationale:** By merging currently separate contracts for problem gambling and substance abuse, the Division of Behavioral Health will retain key resources and access to prevention materials while reducing costs.

**Implementation Date:** January 2010

**Potential Efficiency/Reduced Expenditures:** Expenditures reduced \$75,000